

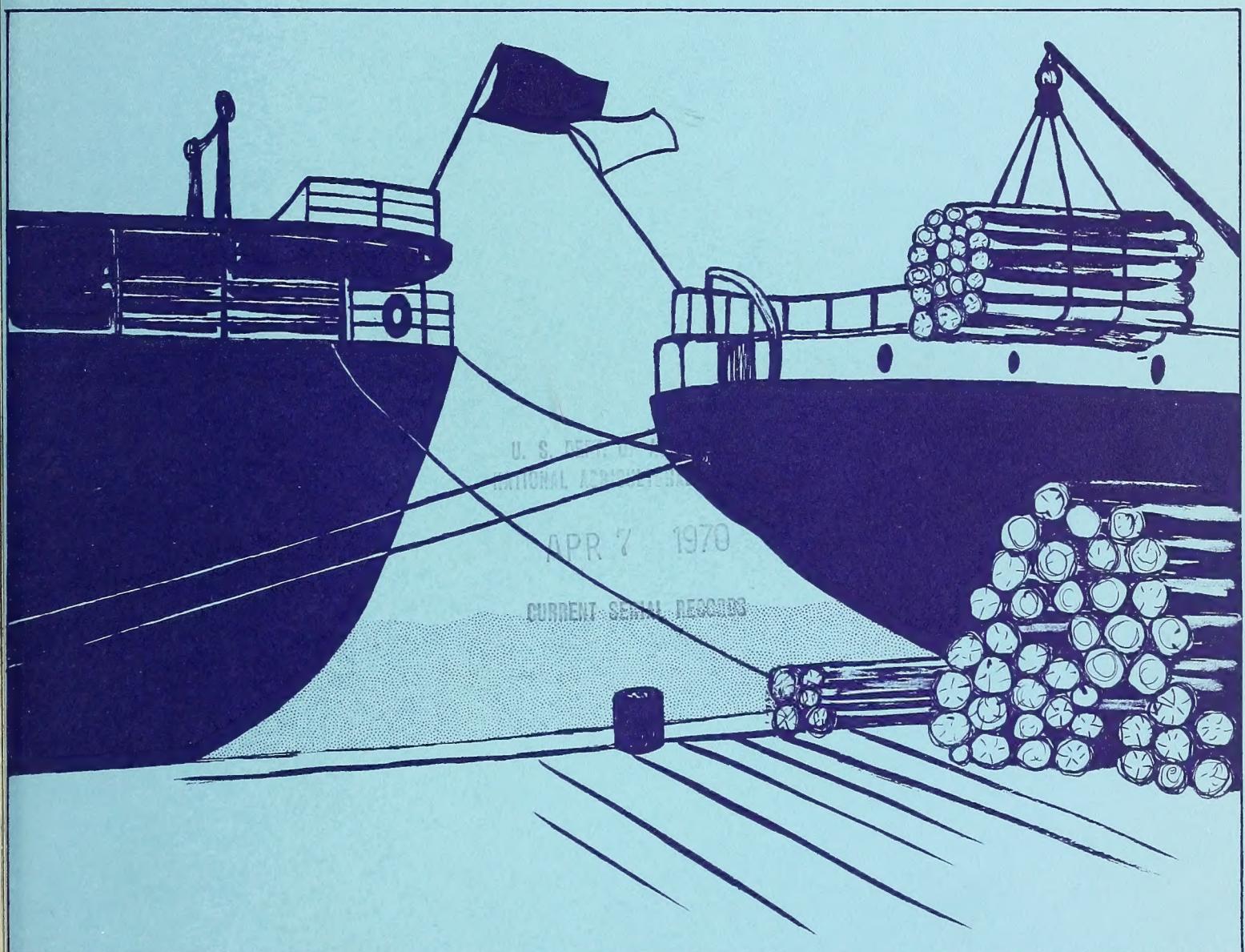
Historic, archived document

Do not assume content reflects current scientific knowledge, policies, or practices.

250 mi.
2

LOG EXPORT RESTRICTIONS OF THE WESTERN STATES AND BRITISH COLUMBIA

by JOHN W. AUSTIN



PACIFIC NORTHWEST FOREST AND RANGE EXPERIMENT STATION
FOREST SERVICE U.S. DEPARTMENT OF AGRICULTURE
USDA FOREST SERVICE RESEARCH PAPER PNW-91
PORTLAND, OREGON

1969

The volume of logs exported from the Pacific Northwest has been widely publicized in the past few years. These exports, with the strong domestic market for wood products, have resulted in increasing demands on the Pacific Northwest's timber resources. In response to these pressures, various log export restrictions and primary manufacturing requirements for timber products have been proposed and enacted. This paper presents the main provisions of these export restrictions.

CONTENTS

	<u>Page</u>
JOINT DETERMINATIONS OF APRIL 22, 1968, BY THE SECRETARIES OF AGRICULTURE AND INTERIOR	1
Log exports limited to 350 million board feet on Federal lands in western Washington and western Oregon	1
Washington National Forests were allocated 199 million board feet of export quota	2
Oregon Federal lands were allocated 151 million board feet of export quota: 91 on National Forests, 60 on BLM Districts	2
FOREIGN ASSISTANCE ACT OF 1968	3
Export quota of 350 million board feet extended through 1971	3
National Forest log export allocation is 187 million board feet in Washington, 88 million in Oregon, and 15 million in California	4
Bureau of Land Management allocates its exportable timber volume to western Oregon districts	6
Some cedar declared surplus and exportable in Washington, Oregon, California, and Alaska	6
STATE OF OREGON RESTRICTION	7
Oregon requires primary processing within United States	7
WASHINGTON STATE'S INITIATIVE 32	7
Export restriction defeated in Washington; presently no limitation on State logs	7
SMALL BUSINESS ADMINISTRATION'S SET-ASIDE PROGRAM	7
Small Business Act limits exports to 30 percent of set-aside sale volume	7
PRIMARY PROCESSING REQUIREMENTS OF SUSTAINED-YIELD UNITS	8
Shelton Cooperative Sustained-Yield Unit requires local processing of a volume equal to 80 percent of unit timber	8
Grays Harbor Federal Sustained-Yield Unit requires 100-percent local processing	9
Lakeview Federal Sustained-Yield Unit prohibits export of logs	9
ACT OF APRIL 12, 1926, ON FEDERAL TIMBER IN ALASKA	10
Alaska Federal lands prohibited from exporting logs to other 49 States as well as to foreign countries	10
STATE OF ALASKA'S LOG EXPORT RESTRICTION	11
All log export is prohibited on State-controlled lands in Alaska	11
BRITISH COLUMBIA LOG EXPORT RESTRICTIONS	11
Provincial restrictions require primary processing within British Columbia	11
Dominion restriction supports Provincial primary processing requirement	12
SUMMARY COMPARISON OF VARIOUS LOG EXPORT RESTRICTIONS	13

JOINT DETERMINATIONS OF APRIL 22, 1968, BY THE
SECRETARIES OF AGRICULTURE AND INTERIOR

Log exports limited to 350
million board feet on Federal
lands in western Washington
and western Oregon

On April 16, 1968, the Secretaries of the Departments of Agriculture and Interior jointly issued determinations on log exports, effective April 22,^{1/} covering Federal timber in western Washington and western Oregon and a few National Forest areas in the eastern portions of the two States. The eastern areas were included because of their economic relationship to the timber economy of the western areas.

These plans, which were to be effective until June 30, 1969, required that all but 350 million board feet of timber sold annually from certain designated National Forests and Bureau of Land Management (BLM) lands in the Pacific Northwest receive primary manufacture in the United States. The exempt volume was a combined judgment determination by the two Federal agencies of the volume that could be excepted from domestic manufacturing. Western Washington and western Oregon National Forests were allowed an annual exemption from the primary processing requirement of 290 million board feet (long log, Scribner scale) and the Bureau of Land Management was allowed an exemption of 60 million board feet on its western Oregon lands.

The National Forest portion was divided among the various forests according to estimated amounts of National Forest timber believed to have been exported from the producing zones during the previous year. The plan covered all Forest Service advertised sales with an appraised value in excess of \$2,000.

The Bureau of Land Management allocated its 60 million board feet to the Bureau's five western Oregon districts in direct proportion to each district's allowable cut. Such exempt volume was allocated to individual sales of 100,000 board feet or larger, on a basis of approximately 5 percent of the contract volume for such sales. All western Oregon Bureau of Land Management timber sale contracts of 100,000 board feet or more required primary manufacture of approximately 95 percent of the contract volume to be done in Washington, Oregon, or California. Sales of less than 100,000 board feet required primary manufacture of all sale volume in the three-State area.

These log export restrictions applied to all species except Port-Orford-cedar which was declared surplus to domestic needs. Primary manufacture under these restrictions consisted of cants sawn on two sides, or squares that were 8 inches or less in thickness through the sawn dimension, and smaller sawn products, veneer, pulp, or chips. Under these restrictions, if a sale were offered and there were no bidders, the sale could then be reoffered without the primary manufacturing requirement. Poles and piling, structural timbers, and other products that would be used without further processing and that required no further manufacture were also exportable. With respect to Bureau of Land Management timber,

^{1/} USDA Forest Service. Plan for requiring domestic primary manufacturing of logs from National Forest land in the Pacific Northwest. 1968.

shipment of such products outside the States of Washington, Oregon, or California required written approval of the Bureau. Sale contracts made before April 22, 1968, were not affected by the restrictions.

Washington National Forests
were allocated 199 million
board feet of export quota

The export allocations to National Forest areas in Washington were as follows:

<u>National Forest</u>	Annual exportable log volume
(Million bd. ft., Scribner long log scale)	
Mount Baker	45
Snoqualmie	59
Olympic ^{1/}	30
Gifford Pinchot	55
Wenatchee ^{2/}	10
Total	199

1/ Restriction did not apply to either the Grays Harbor Federal Sustained-Yield Unit or the Shelton Cooperative Sustained-Yield Unit, both of which are located on the Olympic National Forest.

2/ Applied only to the Forest's west-side Ranger Districts, i.e., Cle Elum and Lake Wenatchee Ranger Districts.

Oregon Federal lands were allocated
151 million board feet of export
quota: 91 on National Forests,
60 on BLM Districts

In Oregon both the Forest Service and the Bureau of Land Management had volumes exempted from the primary manufacturing requirements. The areas and allocations in western Oregon were as follows:

<u>National Forest or District</u>	Annual exportable log volume
(Million bd. ft., Scribner long log scale)	
National Forests:	
Mount Hood	51
Willamette	20
Siuslaw	10
Umpqua	2
Siskiyou	3
Rogue River	1
Deschutes ^{1/}	5
Total, National Forests	91

Bureau of Land Management Districts:	
Salem	14
Eugene	9
Coos Bay	12
Roseburg	10
Medford	<u>15</u>
Total, Districts	<u>60</u>
Total Oregon	151

1/ Applied only to the Forest's west-side Ranger Districts, i.e., Sisters, Bend, and Crescent Ranger Districts.

This log export restriction was superseded on January 1, 1969, by part IV of the Foreign Assistance Act of 1968 (Morse Amendment).

FOREIGN ASSISTANCE ACT OF 1968

Export quota of 350 million board feet extended through 1971

Part IV of the Foreign Assistance Act of 1968 (Morse Amendment) specifies that not more than 350 million board feet of unprocessed timber can be sold annually from Federal lands located west of the 100th meridian (a line running through the middle of North Dakota in the north and Texas in the south) for export from the United States.2/ This limitation is effective for each of the calendar years 1969 through 1971. The amendment covers all advertised sales with an appraised value over \$2,000 and, as it is effective for the life of the timber sale contract, will not necessarily expire on December 31, 1971.

The amendment also applies to timber sale contracts which are extended at the request of the purchaser. This is true only on contracts made prior to the April 16, 1968, determination in western Washington and western Oregon, or contracts which were made prior to the effective date of the Foreign Assistance Act of 1968 (January 1, 1969) elsewhere west of the 100th meridian.

The 350 million board feet of exportable timber has been allocated 290 million board feet to the Forest Service and 60 million board feet to the Bureau of Land Management for calendar year 1969.3/ The portion of exempt volume to be allocated between the Forest Service and the Bureau of Land Management, and to each of the National Forests and BLM Districts, is subject to change in 1970 and 1971; however, the total exemption, 350 million board feet, will remain unchanged through 1971 unless specific quantities and species of unprocessed timber are declared surplus to domestic needs.

2/ U.S. Congress. Foreign assistance act of 1968 (P.L. 90-554, H.R. 15263), pt. IV. 1968.

3/ USDA Forest Service. Interim plan for implementing export restrictions of unprocessed timber from National Forests located west of the 100th meridian. 1968.

The restriction defines processed timber as:

1. Lumber and construction timbers, regardless of size, manufactured according to standards and specifications suitable for end product use
2. Chips, pulp and pulp products (in Alaska, which does not presently share in the exempted volume, only chips from milling and logging wastes will be considered to have received primary manufacture and will be exportable only if there is no economic market for this material in Alaska.)
3. Green veneer and plywood
4. Poles and piling cut or treated for use as such
5. Cants sawn on two sides, squares, and lumber cut for remanufacture of a nominal 8 inches in thickness or less.

This act also authorizes the Secretaries of the Departments of Agriculture and Interior to issue regulations preventing the substitution of timber restricted from export for exported non-Federal timber. On September 26, 1969, a joint Forest Service-Bureau of Land Management public advisory hearing on implementation of the substitution provision was held in Portland, Oregon. No regulations on substitution have, as yet, been issued.

Forest Service sales receiving no bids are treated differently in this regulation as compared with that of April 22. The April 22 restriction allowed such sales to be reoffered without the primary manufacturing requirement. Under the new restriction, if a sale receives no bids, advisory hearings must be held to determine whether the timber in the sale is surplus to domestic needs before the export restriction can be removed. The Bureau of Land Management action plan to implement the log export restriction is silent with respect to the handling of no-bid sales.

As the Morse Amendment also covers logs designed for export from sustained-yield units, those logs fall under the regulations of the Foreign Assistance Act. Thus all logs exported to foreign lands from a sustained-yield unit are included in the 350 million board feet quota.

National Forest log export allocation is
187 million board feet in Washington, 88
million in Oregon, and 15 million
in California

The Forest Service has allocated 275 million board feet to Region 6 (Oregon and Washington), primarily to National Forest lands west of the Cascade Mountains,

and 15 million board feet to Region 5 (California). The distribution of the exempt volume by National Forest is as follows:

<u>State and National Forest</u>	<u>1969 exportable log volume</u>
(Million bd. ft., Scribner long log scale)	
Washington:	
Mount Baker	35
Olympic	33
Snoqualmie	57
Wenatchee ^{1/}	9
Gifford Pinchot	<u>53</u>
Total	<u>187</u>
Oregon:	
Mount Hood	49
Willamette	19
Siuslaw	9
Deschutes ^{2/}	4
Umpqua	3
Siskiyou	3
Rogue River	<u>1</u>
Total	<u>88</u>
California:	
Eldorado	3.8
Klamath	.8
Shasta-Trinity	3.8
Six Rivers	5.8
Stanislaus	.4
Tahoe	<u>.4</u>
Total	<u>15.0</u>
Total	290.0

^{1/} Exempt volume applicable only to the Cle Elum, Ellensburg, and Lake Wenatchee Ranger Districts.

^{2/} Exempt volume applicable only to the Bend, Sisters, and Crescent Ranger Districts.

All logs sold in Regions 1, 2, 3, 4, and 10 which are also covered by the restriction must receive primary manufacture within the United States. The criteria used in allocating the 290 million board feet to the National Forests are the same as those used under the Secretaries' determination.

Bureau of Land Management allocates
its exportable timber volume to
western Oregon districts

The Bureau of Land Management has allocated its 60 million board feet to its five BLM districts in western Oregon on the basis of each district's allowable cut. The allocation is approximately the same as that of the Secretaries' determination (see tabulation on page 3). All other BLM timber west of the 100th meridian is subject to the restrictions relating to the export of unprocessed timber from the United States. The allocation of exempt BLM volume to specific sales differs slightly between the Secretaries' determination and the Morse Amendment. Under the amendment, exempt volume is allocated, on a percentage basis, only to sales in excess of 2 million board feet. The Oregon State Director for the Bureau may, however, approve volume exemptions in sales that are less than 2 million board feet in size or adjust exemption proportions in larger sales when species, grade, composition, or market conditions make such a course desirable.

Some cedar declared surplus
and exportable in Washington,
Oregon, California, and Alaska

Under provisions of the amendment, the Secretaries of Agriculture and Interior can hold hearings to establish whether specific quantities and species of unprocessed timber may be surplus to the needs of domestic users and processors and thus freely exported.

Public advisory hearings were held in Portland, Oregon, on December 6, 1968, to determine whether two species, Alaska yellow-cedar and Port-Orford-cedar, were to be considered surplus. As a result of these hearings, the two Secretaries removed primary manufacturing requirements from Alaska yellow-cedar in Washington, Oregon, and California National Forests and Bureau of Land Management lands. Port-Orford-cedar is also exempted from primary processing, with one restriction. Because arrow shaft manufacturers pointed out their need for small amounts of dead and down Port-Orford-cedar trees, sales containing Port-Orford-cedar and designated as "arrow wood sales" are not considered surplus.

The amount of the two cedar species exported from Washington, Oregon, and California Federal lands will be in addition to the 350 million board feet permitted for export under the Morse Amendment.

In Alaska, public advisory hearings were held in Juneau on December 3, 1968, and on May 5, 1969, to determine whether the two species in question, Alaska yellow-cedar and western redcedar, could be considered surplus to domestic needs. At the December hearing, one mill then being constructed reported that it would require approximately 20 million board feet of cedar a year, and on this basis these species were considered necessary for domestic needs and thus not exportable. However, the mill later decided it would use little or no cedar in its operations. At a second hearing on May 5, 1969, these two species were declared surplus to domestic needs. Any volume of these two species exported to foreign countries from Alaska will be in addition to the 350 million board feet permitted under the Foreign Assistance Act.

STATE OF OREGON RESTRICTION

Oregon requires primary processing within United States

The State of Oregon has limited the foreign export of State-, county-, or city-owned logs in round form since 1961. The regulation, which excludes Port-Orford-cedar, requires primary processing within the United States. The State law defines "primary processed" as "that stage of manufacture next beyond the log form of said timber."^{4/} However, the State Forestry Department will issue a permit allowing log exports if no economic market for the logs can be found in the United States. The State requires anyone seeking a permit to have the timber in log form. This prevents bidding on a State sale with the idea of exporting the timber, because the bidder does not know if he can obtain an export permit before the logs are cut. Since State lands in Oregon contribute only a minor part of the total log supply, the restriction has had little apparent effect on the log export volume.

WASHINGTON STATE'S INITIATIVE 32

Export restriction defeated in Washington; presently no limitation on State logs

In the State of Washington, there are no export restrictions on timber owned or managed by the State. Voters defeated Initiative Measure No. 32, titled the "Washington State Log Conservation and Full Employment Act," on November 5, 1968.^{5/} This act would have required primary manufacturing of all timber from State-owned lands to take place in the State of Washington, or within 15 miles of the State's borders. The measure defined primary processing as either making all longitudinal surfaces of a log flat by sawing or converting a substantial portion of a log into veneer or chips.

Although Initiative 32 was defeated, its proponents announced that further attempts would be made either through State legislative action or by future initiatives to limit the export of Washington State logs. However, no new proposal to restrict export of logs from State-owned lands was introduced into the 1969 legislature.

SMALL BUSINESS ADMINISTRATION'S SET-ASIDE PROGRAM

Small Business Act limits exports to 30 percent of set-aside sale volume

The set-aside program under the Small Business Act has had the effect of limiting log exports from some sales, although this was not an express purpose of

^{4/} State of Oregon. Oregon forest laws and administrative rules. Pp. 17-18. 1967.

^{5/} State of Washington. Initiative measure No. 32 to the Legislature, 40th regular session. Filed Feb. 3, 1967.

that act.^{6/} Originally the program was designed to aid small businesses in obtaining a share of available public timber by making local timber available to the smaller, nonintegrated sawmills. The size of the "small business" as defined in the program allows firms with 500 or less employees to bid on these special sales. These small business set-aside sales are set up at the request of small businesses in an area. To be eligible, a firm must guarantee that 70 percent of the Federal logs purchased under the set-aside program will be manufactured into lumber with either its own facilities or those of other domestic concerns that also qualify as small businesses. In Alaska, the requirement is 50 percent. The 20-percent difference is to allow for resale of the large portion of pulp logs found on most Alaska timber sales. Timber sold under the set-aside program is subject to the export limitations of the Morse Amendment.

During 1968 there were 87 set-aside sales made on the National Forests in Washington and Oregon, representing a total volume of 274.6 million board feet or an average of 3.2 million board feet per sale.

PRIMARY PROCESSING REQUIREMENTS OF SUSTAINED-YIELD UNITS

The sustained-yield units were set up under the Sustained-Yield Forest Act of 1944. When established, they were primarily concerned with domestic competition for timber, but they also restrict log exports. There are six active sustained-yield units in the Nation: one cooperative unit, the Shelton unit located in northwest Washington, and five Federal units located in the West.

Shelton Cooperative Sustained-Yield
Unit requires local processing of a
volume equal to 80 percent of unit
timber

The Shelton Cooperative Sustained-Yield Unit, set up in 1946 through an agreement between the Forest Service and Simpson Timber Company, covers approximately 270,000 acres in Mason and Grays Harbor Counties of western Washington. This agreement requires the operator to maintain within a 10-mile radius of the Shelton-McCleary area sufficient primary manufacturing plant capacity to use as a minimum 80 percent of the forest products removed from the cooperating lands.

Primary processing is not specifically spelled out in the agreement between the Forest Service and the Simpson Timber Company. However, the following statement from the agreement specifies the conditions to be met: "as to convert the raw material of the forest to salable manufactured products economically and within a minimum of waste . . . into products for which they are best suited."^{7/}

In 1968, 162.1 million board feet of logs were sold from the Shelton Sustained-Yield Unit by the Forest Service.

^{6/} U.S. Congress. Small business act (72 Stat. 384), pt. 121, as amended. 1953.

^{7/} USDA Forest Service. Shelton Cooperative Sustained-Yield Unit. P. 15, 1957.

Grays Harbor Federal Sustained-Yield Unit
requires 100-percent local processing

The Grays Harbor Federal Sustained-Yield Unit was established in 1949 in western Washington on the Olympic National Forest in Grays Harbor County.^{8/} Primary manufacturing of all logs from this unit must take place in an area which covers most of Grays Harbor County. For the purpose of this unit, primary manufacturing is defined as the production of rough green lumber containing the approximate percentages of the various dimensions of lumber usually produced by mills of comparable size in western Washington, rough green veneer, chips, and shingles and shakes of any marketable grade. Special products, such as poles and piling, are excluded from the primary manufacturing stipulations.

Any purchaser of National Forest timber from the unit who is unable to find an economic market within the Grays Harbor area may, upon establishing this fact to the satisfaction of the Regional Forester, receive special authorization to market such timber elsewhere.

In 1968, the Forest Service sold 59.9 million board feet of logs from the unit.

Lakeview Federal Sustained-Yield
Unit prohibits export of logs

The Lakeview Federal Sustained-Yield Unit was established in 1950 and is located in the Lakeview Working Circle of the Fremont National Forest in Oregon. The provisions require all timber sold for commercial use from National Forest land in the unit to be manufactured within 6 miles of Lakeview or 3 miles of Paisley.

Special forest products such as poles, piling, and fuelwood are excluded from the manufacturing stipulations. Primary manufacturing is defined as:

The cutting of logs in sawmills into rough green lumber containing the approximate percentages of the various dimensions of lumber usually produced by mills of comparable size in the sawmill industry of the ponderosa pine area of eastern Oregon; and in addition the expenditure of at least an average of 5 man-hours of work per thousand board feet of logs used, in remanufacturing, refinement or other processing beyond the rough green lumber stage. In other log-using plants, manufacture will be considered to have been accomplished when an equivalent degree of employment has been expended on the material used.^{9/}

The primary manufacturing definition used by the unit is currently undergoing some investigation. The requirement calling for 5 man-hours of work per thousand

^{8/} USDA Forest Service. Amended policy statement for the Grays Harbor Federal Sustained-Yield Unit. 1968.

^{9/} USDA Forest Service. Amended policy statement for the Lakeview Federal Sustained-Yield Unit. P. 2. 1957.

board feet of logs used was established in 1950, and because of technological advancements the primary manufacturing requirements for the unit will probably be rewritten soon.

The three other Federal sustained-yield units also have primary manufacturing requirements. The Big Valley Federal Sustained-Yield Unit on the Modoc National Forest in northeast California requires 80 percent local processing for its timber; the Flagstaff Federal Sustained-Yield Unit in Arizona requires 85 percent; and the Vallicitos Federal Sustained-Yield Unit on the Carson National Forest in New Mexico requires 100 percent of its timber to be processed within 1 mile of Vallicitos, N. Mex.

ACT OF APRIL 12, 1926, ON FEDERAL TIMBER IN ALASKA

In Alaska there are primary manufacturing requirements on National Forest, Bureau of Land Management, and State lands. Private holdings in Alaska account for only 5 percent of total commercial forest land and about 1 percent of all commercial sawtimber; therefore, most of the timber in the State falls under primary manufacturing restrictions.

Alaska Federal lands fall under two export restrictions, the Act of April 12, 1926, and the Morse Amendment to the Foreign Assistance Act of 1968. The Act of 1926 authorizes the secretaries of the departments administering Federal lands in Alaska to issue rules and regulations regarding the export of timber.^{10/}

Alaska Federal lands prohibited from exporting logs to other 49 States as well as to foreign countries

Under the authorization of the 1926 act, the Department of Agriculture made the following ruling on exports from Alaska National Forests:

Timber cut from the National Forests in Alaska may not be exported from the Territory of Alaska in the form of logs, cordwood, bolts, or other similar products necessitating primary manufacture elsewhere, without prior consent of the Regional Forester

In determining whether consent will be given to the export of such products, consideration will be given, among other things, to whether such export will (1) permit a more complete utilization of material on areas being logged primarily for products for local manufacture, (2) prevent loss or serious deterioration of logs unsaleable locally because of an unforeseen loss of market, (3) permit the salvage of timber damaged by wind, insects, or fire, (4) bring into use a minor species of little importance to local industrial development, (5) provide material required to meet national emergencies or to meet urgent and unusual needs of the Nation.^{11/}

^{10/} U.S. Congress. Act of April 12, 1926, exportation of timber (44 Stat. 242; 16 U.S.C. 616). 1926.

^{11/} Office of Federal Register. Code of Federal regulations, sec. 221.25, title 36.

This ruling not only limits foreign exports of National Forest timber as does the Morse Amendment, but also restricts shipments to the other 49 States.

Primary manufacture of timber from Alaska National Forests under this law is defined as the production of cants, slabs, or planks 8 inches or less in thickness through the sawn dimension.^{12/} Poles and piling and other products needing no further processing, green veneer, and pulpable material processed to a point where the wood fibers have been separated may also be exported. Chips cannot be exported unless they are produced from logging or mill waste and no economic market for the material can be found in Alaska. A permit to export timber from Alaska covers individual shipments only and is not renewable.

The Bureau of Land Management has basically the same restrictions on its Alaska lands as does the Forest Service. Applications for the export of timber within the United States are handled individually and are forwarded to the Secretary of the Interior for a determination.

STATE OF ALASKA'S LOG EXPORT RESTRICTION

All log export is prohibited on State-controlled lands in Alaska

Log export limitations by the State of Alaska on lands under its management vary somewhat from Federal limitations. The State's policy is to manage its forests on a sustained-yield basis, to protect existing industry, to provide for the establishment of new industries, and to derive revenue from all timber resources.

Primary manufacturing restrictions on Alaska State lands ^{13/} require cants 12 inches and under to be slabbed on two sides and cants over 12 inches to be slabbed on four sides. Chips derived from logging and mill waste which do not have a local market may also be exported. With an application approved by the Commissioner of Natural Resources, limited quantities of all species except spruce and hemlock may be exported in the form of round logs for experimental purposes only. Spruce and hemlock logs may not be exported under any condition from State lands in Alaska.

BRITISH COLUMBIA LOG EXPORT RESTRICTIONS

Provincial restrictions require primary processing within British Columbia

The Province of British Columbia has, since the passage of the "Timber Manufacture Act," effective March 12, 1906, prevented the export of logs from lands

^{12/} USDA Forest Service. Export and primary manufacture policy, National Forests of Alaska. 1961.

^{13/} State of Alaska. Policy statement on primary manufacture, sec. 406.104, "Timber sale regulations." 1968.

owned by the Crown to areas outside the Province.^{14/} Restrictions were set up in British Columbia, as in Alaska, to encourage the development of a forest industry in the Province, and these restrictions have remained basically the same since 1906. Primary manufacture is required of all timber from provincial lands, including those areas in which the timber cutting rights have been alienated under various types of licenses and leases. Lands granted after March 12, 1906, also are included.

In British Columbia, over 93 percent of the 118 million commercial forest acres are covered by the provincial log export restriction. The only timber for which there is no export control by the Province is that from lands alienated by the Province prior to 1906 and from lands alienated by the Federal Government in what was the Railway Belt, which was administered by the Dominion until 1930.

The Lieutenant-Governor in Council, with the advice of the Export Advisory Committee when appropriate, may authorize the export of piling, poles, and other unmanufactured timber from the Province, as well as allow the export of logs, if the logs have been offered to three potential timber buyers and no sale made. However, the timber must already have been cut and in log form before being declared surplus; this prevents the cutting of timber with the objective of exporting it. The export Advisory Committee representing loggers, manufacturers, and exporters is so constructed as to insure there will be no export of raw wood material which could beneficially have received further processing within the Province.

The degree of primary processing required in British Columbia is really just an application of custom. The requirements for exporting lumber are limiting only in the amount of wane permitted. The wane requirements, except for one exception, are the same as those found in the Export R List Grading and Dressing Rules^{15/} for No. 3 common lumber. The exception is that wane is permitted to any degree on dimension lumber less than 3 inches in thickness. Lumber not meeting wane requirements cannot be exported. Most of the lumber shipments from British Columbia are 4 by 4, 8 by 8, or 12 by 12 squares. Chips can be exported only after a permit valid for a stated period, is obtained in the same manner as a log export permit.

Generally, most log exports are from Vancouver Island and the lower mainland coastal area, with little or no export from the interior or northern coast.

In 1966 and 1967, over 65 percent of the logs exported from British Columbia were from lands requiring primary manufacture, for which a waiver from the Lieutenant-Governor in Council and the British Columbia Log Export Advisory Committee had been obtained. In 1968, 47 percent of the exports were under permit. About 2 percent of the total log harvest in 1967 and 1968 was exported.

Dominion restriction supports Provincial primary processing requirement

In addition to provincial regulations, the Canadian Dominion Government also prohibits the exportation of logs. There is a certain judicial conflict here, but the two governing bodies have administratively agreed to cooperate. When the

^{14/} Province of British Columbia. Forest act. Pp. 1471-1544. 1968.

^{15/} Published by the Pacific Lumber Inspection Bureau Inc., Seattle, Washington, 1951.

British Columbia Log Export Advisory Committee issues an export permit, the Canadian Government's Department of Trade and Commerce also issues one. If the log export restriction were repealed by the British Columbia Government, the Dominion Government restriction would still prevent log exportation, and, conversely, if the Dominion restriction were removed the Provincial restriction would still stand. The Dominion also has the authority to prohibit the export of logs from all lands not administered by the British Columbia Provincial Government including private lands. However, there have been very few cases where such authority has been exercised. The primary processing requirements and other details regarding log exports are the same under both governments.

Summary Comparison of Various Log Export Restrictions

Restriction	Dates effective	Area covered	General limitations	Exemptions	Definition of primary processing
Secretaries' determinations	April 22, 1968, to December 31, 1968 ^{1/}	Western Washington, western Oregon	Foreign export of logs from Forest Service lands of western Washington and western Oregon in excess of 290 million bd. ft. annually and BLM timber from western Oregon in excess of 60 million bd. ft. outside Washington, Oregon, and California	Port-Orford-cedar	Cants and squares 8 inches or less in thickness, poles, veneer, pulp, or chips
Morse Amendment to Foreign Assistance Act of 1968	January 1, 1969, to December 31, 1971	All areas west of 100th meridian	Foreign export of logs from Federal lands west of 100th meridian in excess of 350 million bd. ft. annually	Alaska yellow-cedar and Port-Orford-cedar in Washington, Oregon, and California; Alaska yellow-cedar and western redcedar in Alaska	Cants and squares 8 inches or less in thickness, poles, lumber, veneer, pulp, or chips (except Alaska chips)
State of Oregon lands	1961	Oregon	Foreign export of State logs	None	Next stage of manufacture beyond log form
Washington Initiative 32	(2/)	Washington	Export of State logs to either foreign or domestic markets	None	Logs with all longitudinal surfaces sawn flat, veneer, and chips
Small Business Administration's Set-Aside Sales	July 18, 1958	Decided or agreed to on a sale-by-sale basis	Processing of logs by other than U.S. small business firms	30 percent of the volume each sale (50 percent in Alaska)	Logs manufactured into lumber and timbers
Sustained-Yield Units: Shelton Cooperative	January 1, 1947, to December 31, 2046	Area within a 10-mile radius of the towns of Shelton and McCleary	Must process in area covered; a volume equal to 80 percent of commercial timber harvested from unit	None	Logs converted into salable manufactured products for which they are best suited
Grays Harbor Federal	November 2, 1949	An area lying within Grays Harbor County	Export from area of 100 percent of commercial timber harvested	On a sale basis providing no economic market can be found in the area	Rough green lumber and veneer, chips, shingles, and shakes
Lakeview Federal	October 10, 1950	6-mile radius of Lakeview and 3-mile radius of Paisley	Export from area of 100 percent of commercial timber harvested	None	Logs converted into lumber with an average of 5 additional man-hours of work per thousand bd. ft. of logs used in remanufacturing or an equivalent degree of employment
Act of April 12, 1926, on Alaska Federal Log Exports: Forest Service lands	1926	Alaska	Foreign or domestic export of National Forest logs	On a case-by-case determination	Cants and squares 8 inches or less in thickness, poles, veneer, pulp, or chips produced from mill wastes
Bureau of Land Management lands	1926	Alaska	Foreign or domestic export of BLM logs		
Alaska State lands	1960	Alaska	Foreign or domestic export of State logs	None	Cants 12 inches or less, slabbbed on two sides, cants over 12 inches slabbbed on four sides, chips from wood waste
British Columbia (Forest Act)	1906	British Columbia	Export of logs from the Province	By permit	Limited only in quantity of wane allowed (varies by size)

^{1/} These determinations were superseded on January 1, 1969, by the Morse Amendment; originally the determinations were to be effective until July 1, 1969.

^{2/} Never enacted.

Austin, John W.
1969. Log export restrictions of the Western States and British Columbia. USDA Forest Serv. Res. Pap. PNW-91, 13 pp. Pacific Northwest Forest & Range Experiment Station, Portland, Oregon.

Presents the main provisions of the log export restrictions and primary manufacturing requirements for timber products of the Western States and British Columbia.

Austin, John W.
1969. Log export restrictions of the Western States and British Columbia. USDA Forest Serv. Res. Pap. PNW-91, 13 pp. Pacific Northwest Forest & Range Experiment Station, Portland, Oregon.

Presents the main provisions of the log export restrictions and primary manufacturing requirements for timber products of the Western States and British Columbia.

Austin, John W.
1969. Log export restrictions of the Western States and British Columbia. USDA Forest Serv. Res. Pap. PNW-91, 13 pp. Pacific Northwest Forest & Range Experiment Station, Portland, Oregon.

Presents the main provisions of the log export restrictions and primary manufacturing requirements for timber products of the Western States and British Columbia.

Austin, John W.
1969. Log export restrictions of the Western States and British Columbia. USDA Forest Serv. Res. Pap. PNW-91, 13 pp. Pacific Northwest Forest & Range Experiment Station, Portland, Oregon.

Presents the main provisions of the log export restrictions and primary manufacturing requirements for timber products of the Western States and British Columbia.

Headquarters for the PACIFIC NORTHWEST FOREST AND RANGE EXPERIMENT STATION is in Portland, Oregon. The Station's mission is to provide the scientific knowledge, technology, and alternatives for management, use, and protection of forest, range, and related environments for present and future generations. The area of research encompasses Alaska, Washington, and Oregon, with some projects including California, Hawaii, the Western States, or the Nation. Project headquarters are at:

College, Alaska
Juneau, Alaska
Bend, Oregon
Corvallis, Oregon
La Grande, Oregon

Portland, Oregon
Roseburg, Oregon
Olympia, Washington
Seattle, Washington
Wenatchee, Washington

The FOREST SERVICE of the U.S. Department of Agriculture
is dedicated to the principle of multiple use management of the
Nation's forest resources for sustained yields of wood, water,
forage, wildlife, and recreation. Through forestry research,
cooperation with the States and private forest owners, and
management of the National Forests and National Grasslands, it
strives — as directed by Congress — to provide increasingly
greater service to a growing Nation.

